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Intelligence Report

SOVIET RESTRICTIONS ON TRAVEL BY FOREIGNERS

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December 1966

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Soviet Restrictions on Travel by Foreigners

SUMMARY

The Soviet Government has long maintained a policy of close control over the movements of all foreigners within the USSR. This policy is implemented at the official level by closing specified areas to travel on both a continuing and an ad hoc basis and by requiring preregistration of all travel in open areas. These official restrictions are supplemented by surveillance and harassment of travelers in order to prevent observation of any installations of military or industrial significance. The consequence of both official and unofficial restrictions has been to effectively shield over 95 percent of the USSR from observation by foreigners.

The most recent Soviet note on travel restrictions was circulated on 22 July 1966. It reaffirmed the existing system of preregistration of all travel by foreigners and modified slightly the list of closed areas. The overall effect of this note was to reduce the closed area of the country from 26.5 percent to 23 percent of the total. Several large areas of probably little intelligence significance in the eastern part of the country have been opened to travel, and several less extensive but presumably strategically important areas in the west have been closed. In addition to officially closing interior areas of military significance, the new note reflects increased concern about security in the western USSR. There is no completely satisfactory explanation for several newly closed areas; their general locational pattern suggests the possibility that they are potential defensive missile sites, but there is no evidence that this is the case.

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I. INTRODUCTION

The techniques used by the Soviet Government to control and monitor travel by foreigners within the USSR have been quite effective in limiting observation of areas that they consider sensitive. Although the Soviet note of 22 July 1966, slightly reduces the extent of the officially closed areas, the overall system of tight control over travel by foreigners remains unaltered. Embassy personnel are required to notify Soviet authorities before undertaking travel to any areas officially open beyond the outskirts of Moscow; such travel is frequently not allowed for specified or unspecified reasons. Tourist travel within the Soviet Union is effectively controlled by Intourist, the government tourist service, through which all travel arrangements must be made.

This system of control permits Soviet authorities to identify travel plans which are likely to permit observation of areas they consider to be sensitive and to develop surveillance and harassment tactics to counter this hazard. As a consequence there is great disparity between the land area that is officially open to Westerners and that on which effective observation and reporting is feasible. In 1960 a detailed review of all travel in the USSR by Western embassy personnel during the preceding 18 months indicated that less than 5 percent of the total area of the country would have been observable if perfect observation conditions had prevailed on every trip. Factors such as harassment, poor visibility, and physical obstructions to vision substantially decreased the area actually observed. It was concluded that at a time when approximately 75 percent of the USSR was technically open to travel, the combined efforts of western diplomatic personnel provided direct observation of less than 1 percent.

II. REGISTRATION AND MONITORING OF TRAVEL

The current Soviet note requires prior notification of all travel by embassy personnel. Notice must be given at least 2 working days in advance of a trip, and it must include the route, places and duration of stops, and mode of transportation. Military attachés submit their travel plans to the External Relations Division of the Ministry of Defense, USSR, and other embassy personnel to the Protocol Division of the Ministry of Foreign Affairs, USSR. The only exception to the regulations is for travel in limited areas in the immediate vicinity of Moscow, for which notification is not required (see Map 54610).

The travel notification system enables Soviet authorities to prohibit on an ad hoc basis travel to any open area or city by declaring it temporarily closed or by using some other pretext such as the lack of transportation or hotel accommodations. It also provides time to organize surveillance machinery for trips that are registered as requested. Essentially the same regulations have been in effect since 1941, with the exception of the war years when movement required the possession of an NKVD pass.

Travel by other foreigners in the USSR—tourists, businessmen, scholars, and journalists—is effectively controlled and monitored by Intourist. Travel op-

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portunities for these persons are as restricted as they are for embassy personnel, being generally limited to standard Intourist routes and facilities.

Approved travel by private auto is carefully monitored by the police. Efforts to follow side roads or to explore the countryside usually are repelled quickly. Regulations govern the taking of photographs, and penalties for violation of these provisions can be imposed. In August 1966, after the note on travel restrictions had been circulated, a law prescribing penalties for repeated violation of travel regulations was passed. Ordinary travelers who stray more than twice from approved routes or areas are subject to a minimum penalty of a 50-ruble (\$55.00) fine or a maximum penalty of a year's confinement. Diplomatic personnel who stray are subject to expulsion from the country.

III. CLOSED AREAS

A. Background

Areas and cities from which foreign travelers are excluded have been designated in a series of Soviet notes, the first of which was issued in May 1941. Initially these closed-area restrictions were thought to apply only to diplomatic personnel, but subsequent notes have made it clear that they are applicable to all foreigners. Transit of forbidden areas and cities is possible, but according to a 1948 note it must be by means of public conveyance and without stopover in a prohibited area. Approved transit routes through some closed areas have also been specified in the notes.

The list of closed areas has been modified substantially over the years (see Appendix A). In 1941 most of the administrative units adjacent to the western border of the Soviet Union as well as many of the industrial centers of the interior were declared off limits. In addition, certain areas occupied primarily by Turkic and Mongolian peoples were closed—the entirety of Soviet Central Asia and the Mongolian areas southeast of Lake Baikal, which had been the scene of nationalist unrest in connection with the Pan-Mongolian movement during the 1920's and 1930's.

During World War II some of the closed areas were visited by foreigners, but after the war travel regulations were again enforced. The area in which travel was banned was expanded considerably by notes issued in 1948 and 1952. The remainder of the border was sealed, and the major industrial areas were closed. The Donbas, the Urals, and Moscow (Moskovskaya) and Gor'kiy (Gor'kovskaya) oblasts were added to the forbidden list. Travel to several non-Russian republics along the Volga was also prohibited. Very soon after the 1952 Soviet note, Canada, France, the Netherlands, Great Britain, Italy, and the United States imposed restrictions on the travel of Soviet diplomatic personnel in their respective countries.

In June 1953 the Soviets began to reduce the extent of their closed areas. Administrative units adjacent to the land boundary of the RSFSR with China were opened, with the exception of the Buryat-Mongol'skaya ASSR and Pri-

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morskiy Kray. Other areas opened included certain parts of Central Asia and Kazakhstan, the entire Donbas, Krasnodarskiy Kray, and some areas on the western periphery—western Belorussia, Moldavia, the Karelo-Finnish SSR, and Arkhangel'skaya Oblast'.

Certain areas in the United States were closed to travel by Soviet Embassy personnel and Tass correspondents for the first time in 1955 in order to exert pressure on Soviet authorities to reduce further the extent of closed areas in the USSR. Initially this policy was ineffective, as Soviet closed areas actually increased slightly in 1957. The subsequent Soviet notes of August 1959 and July 1966, however, reduced the territory officially closed in the USSR until it now comprises 23 percent of the total, an all-time low. The approximate percentage of area closed to foreigners by various notes is as follows:

16 May 1941	41
15 January 1952	50
22 June 1953	28
28 August 1957	29.4
18 August 1959	26.5
22 July 1966	23

B. Current Situation

The July 1966 Soviet note concerning closed areas (see Appendix B) supersedes and clarifies the four preceding notes, which were cumulative in their effect. Although the note to a large extent only reaffirms the previously existing situation, several large areas in the eastern part of the country have been opened to travel, and several less extensive but strategically important areas in the west have been closed (see Paps 54769 and 55386). The New note appears to reflect increased security precautions in the western USSR and concern about interior transportation and communication routes and facilities. There is no completely satisfactory explanation for several newly closed areas; their general locational pattern suggests the possibility that they are potential defensive missile sites, but as yet there is no evidence that this is the case.

Official sanction is now given to a number of de facto changes in travel policy that had become apparent in recent years with respect to certain urban areas, tourist routes, and waterways. Soviet concern with unofficial travel is revealed by the inclusion in the note, for the first time, of instructions regarding tourists and tourist facilities.

1. EUROPEAN USSR

Official proscriptions on travel have been most altered in the northwestern part of European USSR. Whereas only the Baltic republics, Kaliningradskaya Oblast', and western Leningradskaya Oblast' had been closed before, seven additional areas are now on the closed list, as well as the White Sea - Baltic Canal and the Volga - Baltic Waterway. The closings indicate a general tightening

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of security in areas of known communication and military installations and along strategic transport routes.

The large closed area adjacent to the Baltic Sea has been extended eastward to include parts of Novgorodskaya and Pskovskaya oblasts, although the cities of Novgorod and Pskov remain open. Closure of western Arkhangel'skaya Oblast' means that the rail line to Arkhangel'sk and the area that it serves are officially off limits. Leshukonskiy Rayon in Arkhangel'skaya Oblast' also has been closed. Its administrative center, Leshukonskoye, is the eastern terminus of the broad-gauge rail line currently under construction from Arkhangel'sk. The line is ostensibly for timber exploitation, but it also provides a new area with the potential for weapons deployment.

The newly closed northwestern portion of Murmanskaya Oblast' includes such sensitive installations as a long-range-bomber base. Foreign tourists, however, are permitted to travel through this newly closed area by auto from Borisoglebsk to Nikel' and by train from Nikel' to Murmansk. Excursions to the Borisoglebsk GES (hydroelectric plant) near the Norwegian boundary are permitted, but only to Scandinavian tourists.

The reasons behind the closing of two small triangular areas in the Karel'skaya ASSR, one west of Belomorsk and the other southeast of Petrozavodsk, are not completely clear. Both Belomorsk and Petrozavodsk are centers of activity in this sparsely inhabited northerly area, but the delineation of their associated closed areas does not appear to have a close correlation with any particular economic or military activity. The town of Petrozavodsk together with the area immediately to the northwest contains many sensitive military installations. Petrozavodsk, however, apparently remains open, and the area closed to the southeast along the shore of Lake Onega seemingly contains nothing of unusual military interest. An unclassified report about experimental TV reception indicates that there should be a tropospheric scatter station somewhere in the Petrozavodsk area, but it has not been located. The closing of this area may somehow tie in with the closing of Lake Onega and the Volga-Baltic Waterway. In the Kem'-Belomorsk area there is a concentration of ground troops and numerous military installations. The strategic position of Belomorsk at the entrance to the White Sea - Baltic Canal and the alignment of the powerlines that serve the canal locks may be the key to this closing.

Since the Volga - Baltic Waterway was opened to traffic in 1964, after deepening and other improvements, general traffic has increased; the fact that small naval vessels such as destroyer escorts and submarines can now be moved through the canal probably contributes to Soviet sensitivity about the route. The White Sea - Baltic Canal is also undergoing extensive improvements that will enable larger vessels to use the route. Although the entire Volga River has never been officially closed, travel along it is seldom approved for diplomatic personnel.

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The closing of the Kerch' Straits area at the entrance to the Sea of Azov may reflect the location of military installations for the protection of the Donbas industrial region to the north. The significance of the Urals industrial region in Soviet strategic thinking is underlined by the fact that it remains closed, while the Kuzbas and Donbas have been open in recent years and technically remain open to travel.

Several places and routes within closed areas in the Baltic republics, the Ukraine, and the Caucasus are designated open specifically to foreign tourists or are accessible via Intourist vehicles. Travel privileges given specifically to foreign tourists apparently are not to be granted to embassy personnel. A Leningrad-Tallin air trip requested by the US Embassy as a test has already been refused on the grounds that "air transportation to Tallin was authorized only for foreign tourists traveling with Intourist."

Travelers entering the USSR through the western Ukraine are permitted to use several different motor routes (see Map 54818). Travel by foreigners along the route Brest-Kovel'-Lutsk-Rovno, however, is restricted to Intourist vehicles. Travel by private auto in the Baltic republics appears to be entirely prohibited, since the use of Intourist vehicles is specified on all open roads.

Foreigners are now permitted to visit the tourist base "Itkol" of the All-Union Central Council of Trade Unions in the Caucasus, but they must approach the area along a specified route. Transit via auto across the Kabardino-Balkarskaya ASSR by way of the Ordzhonikidze-Nal'chik-Mineral'nyye Vody route is also permitted. This ASSR has been a closed area since 1959, possibly because of unsettled economic and social conditions precipitated by a 1957 decree that permitted the exiled Balkars to return to their homeland.

2. CENTRAL ASIA AND KAZAKHSTAN

The regions bordering the eastern shore of the Caspian Sea as well as the western oblasts of Kazakhstan continue to be closed to foreigners. Installations of major strategic significance within this area include the nuclear desalinization plant complex at Segendy. North of the Caspian Sea the closed area extends westward beyond the Kazakh border to the Volga River. Although Astrakhan' lies within this closed area, the city is open, and passage to it by air is permitted.

Included in the forbidden list for the first time in recent years is the Kzyl-Ordinskaya Oblast' in the Kazakh S S R. This will probably block all travel on the Orenburg-Tashkent rail line.

Three relatively small areas in Central Asia have been closed without obvious justification. The closed area northwest of Termez has no clear relationship to military installations in the area. This general area is regarded as potentially suitable for clandestine nuclear test operations, but there is no evidence that such testing takes place. Natural

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gas deposits and sulfur mines are located in the closed area north of Ashkhabad; some reports dating back a decade allege atomic experiments near Sernyy Zavod, but recent intelligence has not confirmed these activities. Finally, there is no explanation for the closing of Batkenskiy Rayon in the Kirgiz SSR. Radioactive minerals have been detected in the area, but no mining activities are known to be present.

Areas adjacent to Tashkent and Frunze, along with the Tadzhik SSR and Khorezmskaya Oblast' of the Uzbek SSR, have been recently opened. Military and industrial installations in these areas are of limited significance; however, trips to these non-Russian border regions should prove of considerable interest in terms of assessing general economic and social conditions.

3. EASTERN USSR

The most extensive areas newly opened to travel in the eastern USSR include the Taymyr Peninsula, Severnaya Zemlya, western Chukhotskiy NO, and most of Magadanskaya Oblast' and the Buryatskaya ASSR (see Map 54769). The opening of areas such as the Taymyr Peninsula, Severnaya Zemlya, and western Chukhotia is of no significance, since there is little reason for anyone to travel there nor any facilities to do so. Opening of the Buryatskaya ASSR and Magadanskaya Oblast' may permit some useful economic and social reporting, but with the exception of the city of Ulan-Ude, these areas are of limited intelligence significance.

In the Buryatskaya ASSR only a small strip of land bordering Lake Baikal remains closed. The area contains no known sensitive installations. It does include a state forest preserve, and it is a very important sable farming area. Sable, like caviar, is in its own way an important Soviet industry, but it hardly seems to warrant this type of protection.

Travel in Magadanskaya Oblast', a mining region settled largely by former forced laborers, is handicapped by the closing of the only logical point of entry—Magadan. This has the de facto effect of keeping the entire area closed.

Closure of the area around Barabinsk in Novosibirskaya Oblast' appears to reflect the longstanding sensitivity of the Soviets about transport facilities. Barabinsk is reportedly the site of one of the largest locomotive parks in the Soviet Union. The Lena River also has been closed to travel by the new note; previously only the Yenisey River had been closed.

Kamchatskaya Oblast', an impact area for missile testing, and eastern Chukhotskaya NO, location of early-warning radar installations, remain closed for understandable reasons. In the instance of an area that has been closed since 1959 along the Lena River, however, the only explanation is the existence at the town of Sangar of a suspect troposcatter site. It should be noted, however, that facilities of this type are also present in open areas. The militarily important areas of Sakhalinskaya Oblast' and Primorskiy Kray continue to be closed. The new closing of Khabarovskiy Kray east of the Amur River impor-

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tantly tightens controls in the Soviet Far East by officially sealing off the Sovetskaya Gavan' area which contains extensive naval facilities.

4. CITIES

The status of individual cities is of great importance because most travel in the Soviet Union constitutes hopping from one city to another via public transportation, usually by plane or rail. Free auto travel through the countryside is unusual except along several specified routes in the European USSR that are open to tourists. Moreover, closing a city that is the administrative center and regional transport hub severely limits the feasibility of travel anywhere within the region.

Approximately 50 of the 187 cities in the USSR with more than 100,000 inhabitants are officially closed to foreigners; actually, numerous others have had no foreign visitors for many years. Appendix C shows the changes in official status of major cities in the USSR in terms of accessibility to foreigners since the first restrictions were imposed in 1941.

a. Opened Cities

Kazan' and Novosibirsk are the largest of the cities opened by terms of the 1966 note. Kazan' had been open from 1953 to 1959, but closed since 1959. Novosibirsk had been closed since 1952. Nevertheless, foreigners have been permitted to visit both these places in recent years, and several exchange delegations have toured the new science city located on the southern edge of Novosibirsk. Military and industrial installations of intelligence interest abound in both Kazan' and Novosibirsk. In addition, Kazan' is the administrative center of the Muslim Tatars, the second largest non-Slavic group in the USSR.

Another major city, Ulan-Ude, the capital of the Buryatskaya ASSR, is now officially open because the ASSR, with the exception of a small strip bordering Lake Baikal, has been removed from the closed list. Noted as a major rail center in the eastern USSR, Ulan-Ude is the point of juncture of the rail line from China via Ulan-Bator. It also contains a variety of other intelligence targets.

Rovno and Ternopol' were added to the list of open cities in the western Ukraine, continuing a process of opening specific cities in this closed area to foreign visitors. Yurmala, the coastal resort town for Riga, and Ventspils were opened in Latvia.

b. Closed Cities

Cities put off limits by the new note include Angarsk, Kirov, and Saratov. An atomic energy complex makes Angarsk a very sensitive area. Saratov and its environs--including Engel's--contain many targets of considerable strategic significance, and in practice both cities have always been closed.

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With the exception of Khabarovsk and Nakhodka, all the cities of the Soviet Far East are now closed. Although Okhotsk, Nikolayevsk, Komsomol'sk, and Sovetskaya Gavan' theoretically had been open up to this time, visits by foreigners were rare.

Land access to cities such as Arkhangel'sk, Vorkuta, and Murmansk requires travel through newly closed areas, and transit privileges are not likely to be granted. This may curtail visits to Arkhangel'sk and Murmansk, even though they are not specifically closed and may be reached by air or possibly by ocean vessel. Travel to Vorkuta has never been possible, although its official status has varied. While this new note does not explicitly close the city, access to it is effectively blocked by the closed strip, 50-kilometers in width, which extends along the railroad from Zheleznodorozhnyy to Vorkuta.

Previous Soviet notes have specifically mentioned Batumi, Echmiadzin, Yerevan, and Ashkhabad as open, since they lie within or partially within a 25-kilometer closed zone that extends along the entire land boundary of the USSR with non-Communist countries. However, the recent note does not mention them, and their official status is presently unclear.

c. Moscow and Leningrad

Detailed regulations have governed travel in the Moscow area since 1948. At that time unrestricted auto travel was officially limited to an area within a 50-kilometer radius of the center of the city. In 1952 the radius was reduced to 40 kilometers and specified areas within this radius were put off limits. The extent of the closed areas within this radius has been gradually extended by subsequent notes.

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The July 1966 note significantly expands the closed areas within the 40-kilometer zone surrounding Moscow (see Map 54610). East of Moscow, areas around Balashikha and southeast of Lyubertsy along the Ryazan' Highway are now for the first time officially closed,

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West of Moscow the expansion of the closed area up to the city boundary (the ring road) places all of the largely agricultural Odintsovskiy Rayon beyond reach. Travel through this region, however, is still possible along the Minsk Highway. There are few installations of any intelligence significance in this area, indicating that the changes may have been made either to simplify administrative procedures or as a prelude to new military construction.

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Beyond the 40-kilometer zone the only new opening in Moscow Oblast' is Dubna, location of the Joint Institute of Nuclear Research. Travel to Dubna is permitted along the Dmitrov Highway, a major route heretofore closed to travel. The city of Dmitrov remains closed, but limited observation of it probably will be possible from the highway.

In the vicinity of Leningrad travel is permitted within a 30-kilometer zone and to a few nearby towns—Zelenogorsk, Gatchina, and Petrokrepost'. Kronshtadt, the island naval base, lies outside the open area.

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APPENDIX A

Chronology of Closed-Area Actions

- 16 May 41 Initial Soviet note. Regulations for registration of travel by all diplomatic personnel established. Certain areas and cities of the USSR closed to travel by all foreigners.
- 7 Jun 41 US note. Prior registration of all travel by Soviet Embassy and consular personnel in the United States required.
- 23 Jun 41 US travel restrictions lifted.
- 30 Sep 48 Soviet note. New list of closed areas in USSR presented.
- 27 Oct 48 Soviet note. Rules governing transit through forbidden areas and travel within 50-kilometer radius from the center of Moscow clarified.
- 15 Jan 52 Soviet note. List of places closed in September 1948 extended.
- 10 Mar 52 US note. Prior registration of travel by Soviet personnel in the United States again required.
- 22 Jun 53 Soviet note. List of areas closed completely revised. System of preliminary registration retained.
- 12 Nov 53 Soviet note. Five port areas added to closed list.
- ? Feb 54 Soviet circular note. Regulations restricting photography in the USSR established.
- 3 Jan 55 US note. Areas in the United States closed to Soviet citizens for the first time.
- 20 Jul 57 Peter the Great Bay (Vladivostok) closed to foreign ships and planes.
- 13 Aug 57 United States protests closure of Peter the Great Bay.
- 28 Aug 57 Soviet note. June 1953 list of closed areas amended. USSR indicates willingness to discuss reciprocal reductions.
- 11 Nov 57 US proposal for abolition of closed areas.
- 22 May 58 United States offers concrete proposals for reciprocal reduction of closed areas.
- 18 Aug 59 Soviet note. June 1953 list of closed areas amended further.
- 6 Jan 61 US note. Abolition or reduction of US and Soviet travel restrictions proposed. US list of closed areas revised.
- 22 Jul 66 Soviet note. Four previous notes superseded. Comprehensive list of closed areas issued. System of preliminary registration reaffirmed.

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APPENDIX B

Translation of July 1966 Soviet Note

No. 60/Pr

Moscow, 22 July 1966

To All Embassies, City of Moscow

The Ministry of Foreign Affairs of the USSR presents its compliments to the Embassies and has the honor to communicate that the government of the USSR has put into effect a new single list of cities and regions of the USSR which are forbidden for visits by foreigners. The lists in effect up to the present time, which were communicated by the Ministry in Notes No. 295/Pr of 22 June 1953, No. 400/Pr of 12 November 1953, No. 335/Pr of 28 August 1957 and No. 485/Pr of 18 August 1959, are no longer valid.

In presenting the new list, the Ministry requests that it be used as a guide for trips made by personnel of Embassies on the territory of the USSR. The existing procedure of registration of trips beyond the 40-kilometer zone around the city of Moscow is maintained. As in the past, written notification of trips by personnel of Embassies with indication of route to be followed, places and duration of stops, and also mode of transportation are to be sent to the Protocol Division, Ministry of Foreign Affairs, USSR, and of trips by military attaché personnel to the External Relations Division, Ministry of Defense, USSR, 48 hours before the beginning of the trip. Nonworking days are not included in that time period.

The Ministry avails itself of this opportunity to renew to the Embassies its assurances of its extremely high respect.

List of Cities and Areas of the USSR Closed to Visits by Foreigners

A 25-kilometer zone along the boundary of the USSR with Norway, Finland, Turkey, Iran, and Afghanistan.

RSFSR

Chukotskiy National'nyy Okrug—the area to the east of the Amguyema, B[ol'shaya] Osinovka, Belaya, and Mayn rivers;

Kamchatskaya and Sakhalinskaya oblasts;

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Khabarovskiy Kray—the area to the east of the Amur and Ussuri rivers, with the exception of the city of Khabarovsk;

Primorskiy Kray, with the exception of the city of Nakhodka, and passage to the city of Nakhodka via the railroad from the city of Khabarovsk;

Buryatskaya ASSR—an area 50-kilometers in width adjacent to Lake Baikal between Nizhne-Angarsk and Barguzin;

Novaya Sibir' Island;

Yakutskaya ASSR—the area between the Tumara, Dyanyshka and Lena rivers;

Taymyrskiy National'nyy Okrug—the area west of the Pyasina River, including the lakes: Pyasino, Lama, Keta and Khantayskoye;

The water route along the White Sea - Baltic and Volga - Baltic canals, the Yenisey River, and Lena River to the north from the city of Yakutsk, Lake Onega, with the exception of Kizhi Island and passage to it by foreign tourists via the water route from the city of Petrozavodsk;

Barabinskiy and Kuybyshevskiy rayons of Novosibirskaya Oblast';

Karel'skaya ASSR—areas within the boundaries [of a line drawn from] Kem' [to] Andronovo Gora [to] Kochkoma, and also to the southeast from the railroad line in the Petrozavodsk - Svir' sector;

Pskovskaya Oblast'—the area to the north of the Dno - Pskov - Pechora rail line, with the exception of the city of Pskov and passage to it by plane and along the railroad from Moscow through Bologoye and Dno, and from Leningrad through the city of Luga;

Novgorodskaya Oblast'—the area between the railroad lines Chudovo - Uglovka on the east and Bologoye - Dno on the south, with the exception of the city of Novgorod and transit passage along the Moscow - Leningrad Highway;

Yamalo-Nenetskiy National'nyy Okrug—the area between the Nyda, Nadym, and Tanlova rivers;

Komi ASSR—the area 50 kilometers in width along the railroad between Vorkuta and Zheleznodorozhnyy;

Arkhangel'skaya Oblast'—Leshukonskiy Rayon; the territory to the west of the Severnaya Dvina River and the Vaga River; Solovetskiye Islands;

Sverdlovskaya, Permskaya, Chelyabinskaya and Gor'kovskaya oblasts;

Udmurtskaya ASSR and Mordovskaya ASSR;

Kabardino-Balkarskaya ASSR, with the exception of the VTsSPS [All-Union Central Council of Trade Unions] "Itkol" tourist base, to which foreign tourists are brought by auto transport along the route Pyatigorsk - Baksan - Tyznyauz - "Itkol," and also transit passage by auto transport along the route: Ordzhonikidze - Nal'chik - Mineral'nyye Vody;

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Volgogradskaya and Astrakhanskaya oblasts—the area to the east of the Volga River, with the exception of the city of Astrakhan' and passage to the city of Astrakhan' by plane landing at the airport of the Ministry of Civil Aviation;

Murmanskaya Oblast'—the area to the west of the Voron'ya River and to the north of a line from Kirovsk to Kuolayarvi, with the exception of the left bank of the Patso-Yoki (Pasvikel'v) River from the Borisoglebsk GES to border marker No. 218; excursions to the Borisoglebsk GES (right bank of the Patso-Yoki River) for visits by tourists from Scandinavian countries; and also of the border point Borisoglebsk and the routes: Borisoglebsk - Nikel' (by auto transport), Nikel' - Murmansk (by railroad) for foreign tourists; the city of Murmansk and passage to it by plane landing at the Murmashi airport for foreigners;

Leningradskaya Oblast'—the area to the west of the Volkhov River, with the exception of the cities of Leningrad, Zelenogorsk, Gatchina, Petrokrepost', a 30-kilometer zone around the city of Leningrad, passage by auto transport along the highways Moscow - Leningrad and Leningrad - Vyborg - Torfyanovska;

Moscow Oblast', with the exception of the city of Moscow, a 40-kilometer zone around the city of Moscow, and Zagorsk, Dubna, Abramtsevo, Klin, Solnechnogorsk, Istra, Zvenigorod, Leninskiye Gorki, Lake Senezhskoye (within a radius of no more than 6 kilometers) and Sheremet'yevo and Domodedovo airports;

Passage in transit is permitted to the indicated places:

- to Zagorsk—along Yaroslavl' Highway;
- to the Abramtsevo museum-estate—along Yaroslavl' Highway to Ryazan'sky and further through Khot'kovo;
- to Dubna—along Dmitrov Highway;
- to Solnechnogorsk, to Senezhskoye Lake, to Klin and to Sheremet'yevo airport—along Leningrad Highway;
- to Istra—along Volokamsk Highway;
- to Zvenigorod—along the Minsk Highway to Golitsyno and further along the Zvenigorod Highway;
- to Leninskiye Gorki and to Domodedovo airport—along Kashira Highway;

Within the 40-kilometer zone foreigners are forbidden access to:

- Dmitrovskiy, Solnechnogorskiy, Khimkinskiy, Odintsovskiy, Noginskiy and Shchelkovskiy rayons;
- Mytishchinskiy Rayon territory west of the Moscow Canal, Lianozovo, including Uchinskoye Reservoir;
- Narofominskiy and Leninskiy rayons to the northwest of a line from Peredelkino to Aprelevka. In Leninskiy Rayon, in addition, to the territory bounded by the populated places: Ostrov, Prudischche, Bulatnikovo, Beleutovo, and further to the east within the boundaries of the rayon;
- Balashikhinskiy, Lyubertskiy and Ramenskiy rayons to the east of a line Nikol'skoye, Balashikha, Kuchino, Tomilino, Zhilino and further to the south, including Ryazan' Highway;

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Departure by foreigners in automobiles beyond the limits of Moscow Oblast' is permitted in transit along the Yaroslavl', Leningrad, Minsk and Simferopol' highways, and in addition, transit to the city of Kiyev is permitted along the highway through Orel and Glukhov;

Vladimirskaya Oblast'—area to the southwest of a line from Aleksandrov to Kosterevo;

Kaluzhskaya Oblast'—area to the northeast of the cities of Maloyaroslavets and Tarusa;

Kaliningradskaya Oblast';

Taman' Peninsula—area bounded by a line Temryuk - Krymskaya, with the exception of the city of Novorossiysk;

Cities: Magadan, Okhotsk, Nikolayevsk-on-Amur, Komsomol'sk-on-Amur, Tomsk, Omsk, Kuybyshev, Krasnoyarsk, Kaliningrad of Moscow Oblast', Angarsk, Kirov, Saratov.

ESTONIAN SSR

The entire territory, with the exception of the city of Tallin, of transit passage by direct rail connection, Tallin - Leningrad, Tallin - Riga, and Tallin - Pskov via Tartu; of transit passage of foreign tourists on "Intourist" auto transport along the routes: Tallin - Payde - Pyarnu - Riga, Tallin - Payde - Pyl'tsamaa - Vil'yandi - Pyarnu - Riga, Tallin - Tartu - Ryapina - Pechory - Pskov; of transportation of foreign tourists by scheduled aircraft of the Ministry of Civil Aviation from the city of Tallin to the cities of Leningrad and Riga and return.

LATVIAN SSR

The entire territory, with the exception of the cities of Riga, Yurmala and Ventpils and passage to the city of Riga by train, ship and airplane, and to Ventpils by ship and train from Riga.

LITHUANIAN SSR

The entire territory, with the exception of the city of Vil'nyus and passage to it by railroad and plane.

UKRAINIAN SSR

Volynskaya, Rovenskaya, L'vovskaya, Ternopol'skaya, Zakarpatskaya, Ivano-Frankovskaya and Chernovitskaya oblasts, with the exception of the cities: L'vov, Uzhgorod, Rovno, Ternopol', Chernovtsy; and of transit passage: by auto transport along the routes Uzhgorod - Mukachevo - Stryy - L'vov - Rovno - Korets; KPP [checkpoint] Mostiska (Shaginya village) - L'vov; Chernovtsy - Kamenets Podol'skiy; Chernovtsy - Novoselitsa - Brichany; only by "Intourist" auto transport along the route Brest - Kovel' - Lutsk - Rovno;

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Krymskaya Oblast'—the area to the east of the rail line Solenoye Ozero – Dzhankoy – Simferopol' and of the automobile road Simferopol' – Alushta; with the exception of the cities of Dzhankoy, Simferopol' and Alushta;

The cities of Dnepropetrovsk, Nikolayev, Sevastopol' and Balaklava.

AZERBAYDZHAN SSR

The territory of Nakhichevanskaya ASSR;

Area located to the west and southwest of the railroad Tbilisi – Alyaty-Pristan' (50 kilometers southwest of the city of Baku). Transit passage is permitted along the Tbilisi – Baku rail line.

KAZAKH SSR

Gur'yevskaya, Karagandinskaya, Kzyl-Ordinskaya, Pavlodarskaya, Semipalatin-skaya, and Alma-Atinskaya oblasts, with the exception of the city of Alma-Ata;

Dzhambul'skaya Oblast—area to the east of the Myn-Aral—Lugovoy railroad;

Ural'skaya Oblast'—area to the west of the Ural River;

Transit passage to the city of Alma-Ata is permitted along the railroad from the city of Tashkent through Dzhambul and by plane.

KIRGIZ SSR

Territory of the republic, with the exception of the city of Frunze and of Keminskiy, Chuyskiy, Kantskiy, Sokuluskiy and Moskovskiy rayons, and of Oshskaya Oblast', less Batkenskii rayon;

Transit to the city of Frunze is permitted by plane and along the railroad from the city of Tashkent.

UZBEK SSR

Karakalpakskaya ASSR;

Areas of Surkhandar'inskaya Oblast' within the boundaries of the populated places: Denau, Baysun, Shirabad, and Dzhar-Kurgan.

TURKMEN SSR

Areas located to the west of the junction of the boundary between the Uzbek SSR and the Kazakh SSR and further to the south through Kizyl-Arvat and Kara-Kala;

The area bounded by the populated places: Yerbent – Sernyy Zavod – Darvoza and passage to it along the automobile road Ashkhabad – Sernyy Zavod.

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APPENDIX C

Official Status of Cities With 100,000 or More Inhabitants

O=Open X=Closed

	16 May 1941	30 Sep 1948	15 Jan 1952	22 Jun 1953	28 Aug 1957	18 Aug 1959	22 Jul 1966
Aktyubinsk.....	X	X	X	O	O	O	O
Alma-Ata.....	X	X	O	O	O	O	O
Andizhan.....	X	X	X	O	O	O	O
Angarsk.....	*	*	O	O	O	O	X
Anzhero-Sudzhensk.....	O	O	O	O	O	O	O
Arkhangel'sk.....	X	X	X	O	O	O	O
Armavir.....	O	X	X	O	O	O	O
Ashkhabad.....	X	X	X	O	O	O	O
Astrakhan'.....	O	O	O	O	O	O	O
Baku.....	X	X	X	O	O	O	O
Barnaul.....	O	X	X	O	O	O	O
Belgorod.....	O	O	O	O	O	O	O
Belovo.....	O	O	O	O	O	O	O
Berëzniki.....	O	X	X	X	X	X	X
Biysk.....	O	X	X	O	O	O	O
Blagoveshchensk.....	O	X	X	O	O	O	O
Bobruysk.....	O	O	O	O	O	O	O
Bratsk.....	*	*	*	*	O	O	O
Bryansk.....	O	O	X	O	O	O	O
Cheboksary.....	O	X	X	O	O	O	O
Chelyabinsk.....	O	X	X	X	X	X	X
Cheremkhovo.....	O	O	X	O	O	O	O
Cherepovets.....	O	O	X	O	O	O	O
Cherkassy.....	O	O	O	O	O	O	O
Chernigov.....	O	O	O	O	O	O	O
Chernovtsy.....	X	X	X	X	O	O	O
Chimkent.....	X	X	X	O	O	O	O
Chita.....	X	X	X	O	O	O	O
Dneprodzherzhinsk.....	X	X	X	O	O	O	O
Dnepropetrovsk.....	X	X	X	O	O	X	X
Donetsk.....	O	X	X	O	O	O	O
Dushanbe.....	X	X	X	O	O	O	O
Dzerzhinsk.....	O	X	X	X	X	X	X
Dzhambul.....	X	X	X	O	O	O	O
Elektrostal'.....	O	X	X	X	X	X	X
Engel's.....	X	O	O	O	O	O	O
Frunze.....	X	X	X	O	O	O	O
Gomel'.....	O	O	X	O	O	O	O

* Not in existence at this time.

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Official Status of Cities With 100,000 or More Inhabitants (Continued)

	16 May 1941	30 Sep 1948	15 Jan 1952	22 Jun 1953	28 Aug 1957	18 Aug 1959	22 Jul 1966
Gor'kiy.....	X	X	X	O	O	X	X
Gorlovka.....	O	X	X	O	O	O	O
Groznyy.....	X	X	X	O	O	O	O
Ioshkar-Ola.....	O	X	X	O	O	O	O
Irkutsk.....	X	X	X	X	O	O	O
Ivanovo.....	O	O	O	O	O	O	O
Izhevsk.....	O	X	X	X	X	X	X
Kadiyevka.....	O	X	X	O	O	O	O
Kalinin.....	O	O	O	O	O	O	O
Kaliningrad.....	O	X	X	X	X	X	X
Kaluga.....	O	O	O	O	O	O	O
Kamensk-Ural'skiy.....	O	X	X	X	X	X	X
Karaganda.....	X	X	X	X	X	X	X
Kannas.....	X	X	X	X	X	X	X
Kazan'.....	X	X	X	O	O	X	O
Kemerovo.....	O	X	X	O	O	O	O
Kerch'.....	X	X	X	X	X	X	X
Khabarovsk.....	X	X	X	O	O	O	O
Khar'kov.....	O	O	X	O	O	O	O
Kherson.....	X	X	X	O	O	O	O
Kirov.....	O	X	X	O	O	O	X
Kirovabad.....	O	X	X	X	X	X	X
Kirovograd.....	O	O	X	O	O	O	O
Kiselëvsk.....	O	O	O	O	O	O	O
Kishinëv.....	X	X	X	O	O	O	O
Kiyev.....	X	X	X	O	O	O	O
Klaypeda.....	X	X	X	X	X	X	X
Kokand.....	X	X	X	O	O	O	O
Kolomna.....	O	X	X	X	X	X	X
Kommunarsk.....	O	X	X	O	O	O	O
Komsomol'sk.....	O	X	X	O	O	O	X
Kopeysk.....	O	X	X	X	X	X	X
Kostroma.....	O	O	O	O	O	O	O
Kovrov.....	O	O	O	O	O	O	O
Kramatorsk.....	O	X	X	O	O	O	O
Krasnodar.....	O	X	X	O	O	O	O
Krasnoyarsk.....	O	X	X	X	X	X	X
Krasnyy Luch.....	O	X	X	O	O	O	O
Kremenchug.....	O	O	O	O	O	O	O
Krivoy Rog.....	X	X	X	O	O	O	O
Kurgan.....	O	O	O	O	O	O	O
Kursk.....	O	O	O	O	O	O	O
Kustanay.....	X	X	X	O	O	O	O
Kutaisi.....	O	O	O	O	O	O	O
Kuybyshev.....	X	X	X	O	O	X	X
Leninakan.....	O	X	X	X	X	X	X
Leningrad.....	X	O	O	O	O	O	O

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Official Status of Cities With 100,000 or More Inhabitants (Continued)

	16 May 1941	30 Sep 1948	15 Jan 1952	22 Jun 1953	28 Aug 1957	18 Aug 1959	22 Jul 1966
Leninsk-Kuznetskiy.....	O	O	O	O	O	O	O
Lipetsk.....	O	O	O	O	O	O	O
Lisichansk.....	O	X	X	O	O	O	O
Lugansk.....	O	X	X	O	O	O	O
L'vov.....	X	X	X	X	O	O	O
Lyubertsy.....	O	O	O	O	O	O	O
Magnitogorsk.....	O	X	X	X	X	X	X
Makeyevka.....	O	X	X	O	O	O	O
Makhachkala.....	O	O	X	O	O	O	O
Maykop.....	O	X	X	O	O	O	O
Melitopol'.....	X	X	X	O	O	O	O
Miass.....	O	X	X	X	X	X	X
Minsk.....	X	X	X	O	O	O	O
Mogil'ev.....	O	O	O	O	O	O	O
Moscow.....	O	O	O	O	O	O	O
Murmansk.....	X	X	X	O	O	O	O
Mytishchi.....	O	O	X	O	O	O	O
Nal'chik.....	O	O	O	O	O	X	X
Namangan.....	X	X	X	O	O	O	O
Nikolayev.....	X	X	X	X	X	X	X
Nikopol'.....	X	X	X	O	O	O	O
Nizhniy Tagil.....	O	X	X	X	X	X	X
Noginsk.....	O	X	X	X	X	X	X
Noril'sk.....	O	O	O	X	X	X	X
Novocherkassk.....	O	O	O	O	O	O	O
Novokuznetsk.....	O	O	X	O	O	O	O
Novomoskovsk.....	O	X	X	X	O	O	O
Novorossiysk.....	X	X	X	O	O	O	O
Novoshakhtinsk.....	O	O	O	O	O	O	O
Novosibirsk.....	O	O	X	X	X	X	O
Odessa.....	X	O	O	O	O	O	O
Omsk.....	O	O	X	X	X	X	X
Ordzhonikidze.....	O	O	O	O	O	O	O
Orekhovo-Zuyevo.....	O	X	X	X	X	X	X
Orël.....	O	O	O	O	O	O	O
Orenburg.....	O	O	X	O	O	O	O
Orsk.....	O	O	O	O	O	O	O
Osh.....	X	X	X	O	O	O	O
Pavlodar.....	X	X	X	X	X	X	X
Penza.....	O	O	O	O	O	O	O
Perm'.....	O	X	X	X	X	X	X
Pervoural'sk.....	O	X	X	X	X	X	X
Petropavlovsk.....	X	X	O	X	O	O	O
Petropavlovsk-Kamchat- skiy.....	X	X	X	X	X	X	X
Petrozavodsk.....	X	X	O	X	O	O	O

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Official Status of Cities With 100,000 or More Inhabitants (Continued)

	16 May 1941	30 Sep 1948	15 Jan 1952	22 Jun 1953	28 Aug 1957	18 Aug 1959	22 Jul 1966
Podol'sk.....	O	X	O	X	O	O	O
Poltava.....	O	O	O	X	O	O	O
Prokop'yevsk.....	O	O	O	O	O	O	O
Pskov.....	O	O	O	X	O	O	O
Riga.....	X	X	O	X	X	O	O
Rostov.....	X	X	O	X	O	O	O
Rubtsovsk.....	O	X	O	X	O	O	O
Ryazan'.....	O	O	O	O	O	O	O
Rybinsk.....	O	O	O	X	O	O	O
Samarkand.....	X	X	O	X	O	O	O
Saransk.....	O	X	X	X	X	X	X
Saratov.....	O	O	O	X	O	O	X
Semipalatinsk.....	X	X	X	X	X	X	X
Serov.....	O	X	X	X	X	X	X
Serphkhov.....	O	X	X	X	X	X	X
Sevastopol'.....	X	X	X	X	X	X	X
Severodvinsk.....	X	X	X	X	X	X	X
Shakhty.....	O	O	O	O	O	O	O
Simferopol'.....	X	X	X	X	O	O	O
Slavyansk.....	O	X	O	X	O	O	O
Smolensk.....	O	O	O	O	O	O	O
Sochi.....	O	X	O	X	O	O	O
Sterlitamak.....	O	O	O	O	O	O	O
Sumy.....	O	O	O	O	O	O	O
Sverdlovsk.....	X	X	X	X	X	X	X
Syzran'.....	O	X	O	X	O	O	O
Taganrog.....	X	X	X	O	O	O	O
Tallin.....	X	X	X	X	X	O	O
Tambov.....	O	O	O	O	O	O	O
Tashkent.....	X	X	O	O	O	O	O
Tbilisi.....	O	O	O	O	O	O	O
Temirtau.....	X	X	X	X	X	X	X
Tol'yatti.....	O	X	X	O	O	O	O
Tomsk.....	O	O	X	X	X	X	X
Tselinograd.....	X	X	X	O	O	O	O
Tula.....	O	X	X	O	O	O	O
Tyumen'.....	O	O	O	O	O	O	O
Ufa.....	O	O	X	O	O	O	O
Ulan-Ude.....	X	X	X	X	X	X	O
Ul'yansk.....	O	O	O	O	O	O	O
Ural'sk.....	X	X	X	X	X	X	X
Ussuriysk.....	X	X	X	X	X	X	X
Ust'-Kamenogorsk.....	X	X	X	O	O	O	O
Vil'nyus.....	X	X	X	X	X	O	O
Vinnitsa.....	O	O	O	O	O	O	O
Vitebsk.....	O	O	X	O	O	O	O

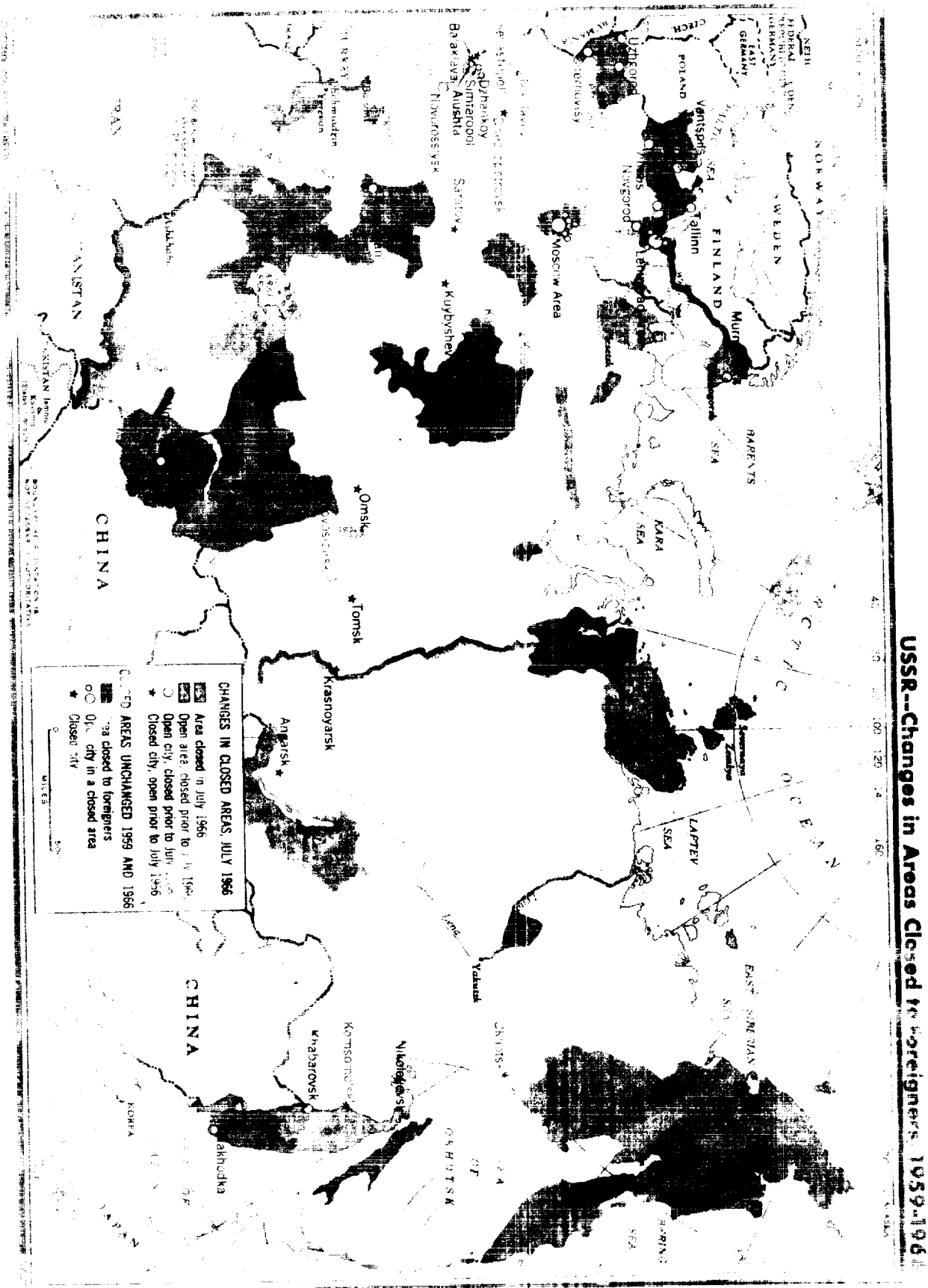
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Official Status of Cities With 100,000 or More Inhabitants (*Continued*)

	16 May 1941	30 Sep 1948	15 Jan 1952	22 Jun 1953	28 Aug 1957	18 Aug 1959	22 Jul 1966
Vladimir.....	O	O	O	O	O	O	O
Vladivostok.....	X	X	X	X	X	X	X
Volgograd.....	X	O	O	O	O	O	O
Vologda.....	O	O	O	O	O	O	O
Voronezh.....	O	O	O	O	O	O	O
Yaroslavl ¹	O	O	X	O	O	O	O
Yerevan.....	X	X	X	X	O	O	O
Zaporozh'ye.....	X	X	X	O	O	O	O
Zhdanov.....	O	X	X	O	O	O	O
Zhitomir.....	O	O	O	O	O	O	O
Zlatoust.....	O	X	X	X	X	X	X

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